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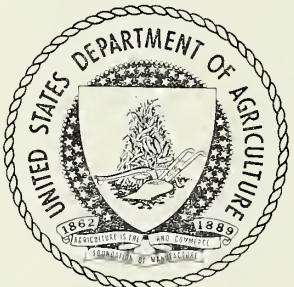
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FACING UP TO NEEDED ADJUSTMENTS IN EXTENSION

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To  
National Nutrition Workshop  
East Lansing, Michigan  
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The topic originally assigned me by the program committee was "Where is Extension Going." When given an opportunity to do so, I asked that it be changed to "Facing Up to Needed Adjustments in Extension." The change was requested because it is my conviction "Where Extension Goes" will be determined largely by the ability and willingness of all categories of Extension staff to effect needed changes in program scope, direction and content. It is equally important that new teaching methods and techniques be adopted continuously to meet the needs of the most rapidly changing society and economy in all of history.

The Extension Service is not alone in facing this critical challenge of adjustment. Indeed, all institutions and organizations which serve society are likewise deeply concerned with the problem of how to organize and manage the human and material resources available to them in order to deal effectively with the results of these phenomena of change which are precipitated by modern technology.

It is entirely fitting that this National Extension Nutrition Workshop is being held on the campus of Michigan State University on the eve of the Centennial celebration of the Land-Grant Colleges of this nation. Michigan State, one of the earliest of the Land-Grant Colleges, has already celebrated its centennial and has made, and is making, a great contribution not only to Michigan but to the nation as well through the leadership of the scientists and educators who have been, and are being, trained here. I would pay special tribute to Dr. John A. Hannah who is considered the "Dean" of Land-Grant College presidents and whose leadership is keenly felt nation-wide; and likewise to Dr. Paul A. Miller, Provost of Michigan State, who is also recognized as one of the foremost educators of the nation.

I think it would be most interesting and useful to consider for a few minutes something of the background and heritage of Extension as a guide for adjusting to the future.

Dr. Hannah has said that except for the Constitution the system of higher education growing out of the Morrill Act of 1862 has perhaps contributed most to the development of our American democracy. When the Land-Grant College, of which the Cooperative Extension Service is an integral part,

was created by the Morrill Act of 1862, America was predominantly rural and agriculture was the principal occupation of the people. Farmers of that day had only empirical knowledge or that which had been handed down to them from generation to generation as a guide. Such knowledge was valuable, of course, but inadequate to meet the needs of a developing agricultural industry.

Congressman Justin S. Morrill of Vermont, who introduced the legislation creating the Land-Grant Colleges, believed that farmers and mechanics required special schools and appropriate literature--in his own words--"quite as much as any one of the so-called learned professions." These early Land-Grant Colleges lacked one essential ingredient, however, and that was a body of scientific and relevant subject-matter content to teach. They too, were dependent at the outset upon empirical data. This weakness was recognized, and on March 2, 1887, the Hatch Act creating the Agricultural Experiment Station was passed. The scientific research conducted by the State Experiment Stations and by the U. S. Department of Agriculture in the words of former Dean Frederick B. Mumford of the University of Missouri, provided "finalized, purposeful, effective and directly useable research as the basis for teaching agriculture." In this early concept it was envisioned that young people would attend these Land-Grant Colleges to study agriculture or the mechanic arts and return to their farms and homes to put this knowledge directly into practice. However, in the main it did not work out that way. These young people after completing their college training in agriculture did not return to the farms. It was, therefore, necessary to provide some means of getting the research information developed by the Experiment Stations and the U. S. Department of Agriculture out to the people and into practice, thus creating the social need for Extension educational work. The Smith-Lever Act activating Extension educational work on a sustained basis was passed on May 8, 1914.

In order to understand an organization it is important to know something of its historical tradition and to have some knowledge of the origin and the forces which operated to bring it into being. It is likewise important to understand the orientation and something of the basic philosophy of the leadership of an organization.

Dr. Seaman A. Knapp, the father of the Extension movement, had a classical education and was a teacher of Latin for a time after finishing college. He later became president of Iowa State College--now Iowa State University. Mr. O. B. Martin, one of Dr. Knapp's earlier associates in the work and later Director of the Cooperative Extension Service in Texas, was Chief State School Officer in South Carolina before Dr. Knapp persuaded him to join the Extension movement. These and other early leaders, including Butterfield and Holden, perceived clearly that the application of technology alone was not enough for the ultimate objective of an educational program. The conception of these men was that of a much broader and significantly deeper educational effort which had for its ultimate aim the development of people themselves to the end that they through their own initiative might effectively identify and solve the various problems directly affecting their welfare. It has also been observed that county agents with depth after years of experience see for themselves that technology and the extension of it is not enough for the end of an educational program but is an essential, powerful and effective tool. Dr. Knapp was also an immensely practical and

intuitive man and early realized what has come to be a cardinal principle in Extension teaching, and that is that you must start with people "where they are" in building an effective educational program.

Result and method demonstrations became the principal teaching methods of the Extension Service. The result demonstration was especially suited to the needs of the day and was both a means and an end. Today, of course, all educational methods are employed in Extension teaching, but in 1957 a carefully conducted research study by Marvin Cernik, a graduate student in the Department of Agricultural Education at Texas A. and M., revealed that farmers themselves still consider the result demonstration to be the most effective teaching method they have experienced.

The early era of the Cooperative Extension Service might be considered as the practical era--the teaching and demonstrating of technical agriculture and home economics based on research. It is highly significant, I think, that other nations have done much outstanding research work but have not been successful in getting the findings of research applied broadly until they established an Extension Service which in most cases is modeled closely after our own. The importance of this combined program of research and education in agriculture is reflected in the fact that America is admired most today not for its automobiles, jet airliners, refrigerators, air conditioners, comfortable homes or its military might, as important as these things are, but for the level of food supplies available for its people. A chronically hungry man whose wife and children are also chronically hungry couldn't care less about the size of the sputniks whirling around the earth or even the kind of government under which he might have to live--if starvation could be overcome.

In this pioneering stage the Cooperative Extension Service has had a great influence for bettering rural life through teaching better methods of agriculture and homemaking.

Dean R. E. Patterson, Dean of Agriculture for our institution, said in a recent letter to a county agent who was being honored: "This idea born 57 years ago has blossomed into a full-fledged educational program that has had the effect of changing the lives of each of us in this nation. It is being copied in other nations with the same dramatic success. Extension has made possible the progress of our entire economy and has made us free of hunger."

During the depression of the early 30's, the Federal government created many so-called action agencies within the U. S. Department of Agriculture. These included the Farm Security Administration (now called Farmers Home Administration), the AAA Program, the Soil Conservation Service, and others. The Cooperative Extension Service was asked to assume early leadership in the launching of these programs, and at this time new personnel was added to the Extension Service who never did fully understand the educational purpose and function of Extension. Few would question that problems today

go beyond merely how to change farm, ranch, and home practices, and even to protect agricultural income, as critically important as these are, but is also concerned with how participating families can relate themselves effectively to the total society in which they live.

The broadening of Extension programs over the years has not necessarily been due to administrative decisions, but was more often an outgrowth of the demands of the people. From time to time there have been policy statements from the administrators, and these have emphasized also the non-production aspects. The emphasis has been on such matters as marketing, community improvement, public policy, human relations, leadership development, and so forth. Examples of these statements are the "Kepner Report" of more than a decade ago, and the more recently released "Scope Report" with its companion, "Guide to Extension Programs for the Future."

This then is a brief resume of the background and heritage of a significant and unique educational concept--this idea of taking education to the people whom we are not always able to bring to continuing education centers. Both organization and programming have taken this into account.

It shall not be my purpose to dwell upon the changes that are taking place which already have and will continue at an accelerated pace to influence future Extension programs--how these programs are to be planned and implemented, and the resources which will be required to make them effective. We are all aware of these changes--our concern is, what are we going to do about it? What kinds of adjustments must we make to cope with these problems in a meaningful way? The great fear is that because of our attitude, we may miss the opportunity.

At this point, I must make several assumptions upon which I hope we can agree before attempting to discuss specific kinds of adjustments which I feel we must make. I assume that we can agree that the function of the Cooperative Extension Service is education as opposed to service, and that by education we mean education in the deeper sense--which is more than a mere dissemination--that it is people--not practices--that is our ultimate concern; that by education we mean the process by which people are changed or made different by providing for them meaningful experiences through which they: (1) add to their skills or capacity to do things; (2) add to their knowledge or the things they know; (3) develop their insights and their understanding or awareness of relationships; (4) change their attitudes, either favorably or unfavorably, to outside things; (5) develop their appreciation or their aesthetic satisfactions. We know that education is not just schooling or the learning of facts or the possession of information alone, but truly represents a change in the person, and the more fundamentally the person is changed the more fundamentally his practices are changed as well. Furthermore we know that people do not act upon the basis of information alone, but upon the basis of conviction.

We must realize that if we accept progress, then we must also accept change and adjustment as being a normal and necessary part of progress. But, it must be purposeful change guided by education based on research--we dare not

leave it to chance--either as it applies to the agricultural industry in all of its parts, as it applies to those who must seek more favorable opportunities outside of agriculture, as it applies to any segment of our social and economic life, and surely as it applies to the Cooperative Extension Service and its programs.

I would also assume that we would agree that the future of the Cooperative Extension Service, as an integral part of the Land-Grant College or University, in cooperation with the U. S. Department of Agriculture and local county government is fundamental. The Cooperative Extension Service is the educational arm of the U. S. Department of Agriculture and has the responsibility, as indicated in the Memorandum of Understanding between the Department of Agriculture and the several Land-Grant Colleges, for the non-resident phases of the institution's educational work in agriculture and home economics and related subjects throughout the State.

I assume also that we would agree that the first responsibility of Extension is to rural families but not to them alone. I do believe that we must continue to give top priority to the income producing side of agriculture--to help producers further increase efficiency, reduce production costs, and maximize net income. Our deepest concern must be toward helping farm families earn for themselves a level of living equal to that of those engaged in other segments of our economy. In addition to teaching and demonstrating the application of the latest and most promising research and technology--we must teach the scientific problem solving process so that families are progressively more able to identify and choose wisely between the alternatives available to them.

Recently, Dr. Paul Miller addressed a faculty symposium at our institution as we prepared to begin a year of intensive self-study with the assistance of a committee of 100 carefully selected lay leaders of our State.

Dr. Miller said: "In my opinion, agricultural Extension work confronts a situation so paradoxical that it is at sea in a dilemma if not a crisis. Though the roots are deeper in time, the paradox began to sharpen in the past decade. I believe that it will sharpen still more in the decade ahead. The paradox consists of a choice which Agricultural Extension has been called upon to make--involving also the schools of agriculture (and I would add home economics) and the parent institutions. With the deepening of expertness in the commercialization of agriculture and in view of the growing technical competence of many other private and public agencies, Extension work must decide on the one hand whether it proposes to become a fast moving technical arm devoted largely to the field of agricultural production and marketing. If it elects this option, it must confront the complexities of growing interdependence between agriculture and industry, a decline in general support as organized agriculture (of which it is a part) and its values decline in relation to many other needs and purposes in American society, and the growth of specialized Extension work in fields and divisions of the institutions other than agriculture. With this option it must expect to derive sharper educational goals than it now has, strive for greater competence, and expect to be smaller in the sense of fewer but substantially better paid and qualified employees.

"The other choice is to expand its scope into wider fields of local and State concern via the route of adult education--that is community development, public affairs, urban renewal, international education--and select the role of stimulating, leading, and coordinating wide-spread programs which recruit as often as not the specialties of all available organizations rather than attempting to cultivate an ultimate competence itself in everything.

"The first choice is simpler and safer in the short run. The second choice is complex and involves the building of new and additional anchor points of sponsorship and support. Yet, it would be becoming, in my judgment, of the Land-Grant Institutions to take the leadership in employing the unique vehicle of the Extension Service in responding boldly and imaginatively to the new developmental needs of the United States. For if there is a uniqueness left in the Land-Grant idea, it is that of knowing how and when to be out ahead of the always new needs of the society.

"If the second option is elected, some careful long-run planning must take place at each Land-Grant Institution, and I would hope a conscious collaboration between them. Such planning would rest upon the fundamental assumption that the local community and county offices of the Extension Service, facing as they do partly to the community and partly to the University, constitute an indigenous institution in American life which is as remarkable as it was on the date of its establishment. It is perhaps the only arrangement in the United States which is capable of simultaneous local, State, and national education of either a formal or informal variety and which is so richly backstopped by centers of ongoing competence. My thesis: this indigenous institution (the Cooperative Extension Service) is too important a national phenomenon to overlook a wider and deeper usefulness."

This is an excellent statement from Dr. Miller and certainly I agree with his thesis embracing the broader and deeper concept. Extension must move more positively toward some of the high ideals beyond the purely vocational which have always been recognized but which have not always been effectively achieved. The Cooperative Extension Service and its parent institution--the Land-Grant College or University--must move closer together--in ideals and objectives and more importantly in understanding. Both can profit from the effort because our ultimate objectives are, or should be, identical. Certainly each derives great strength from the other.

The Cooperative Extension Service is recognized by many educators as being the most highly developed system of adult education in the world today. Dr. Warren Rovetch, Director of Education Research Associates, has said of Extension: "That it has a wide educational outreach and a deep concern for human welfare. If you can get the Cooperative Extension Service," he said, "to devote just three days per month to any specific subject in which it has competence--it provides a mass of educational influence--greater than can be generated by any other institution or organization in America." He went on to say that the special discipline that Extension possesses is a sensitivity to educational responsibility.

The educational method of beginning with a problem which people have in their daily lives and which they recognize and the demonstration of the applicability of the findings of research in the solution of this problem is recognized by educational psychologists as a powerful educational concept and provides what these educational psychologists call almost a perfect teaching situation. In this way, we can start with the unsophisticated approach of assisting people with a specific problem and move on to broader and deeper involvements so long as we understand clearly that the ultimate goal is the development of individuals themselves. But, I emphatically do not agree that Extension's educational program should stop short of action! We must have an action program, and the result demonstration is Extension's action program. In some instances the most effective method of establishing a good result demonstration may require service of a sort, but it is a self-help kind of service and the orientation is and must always be toward education. The Cooperative Extension Service has pioneered what has been called, "a vocational route to a professional orientation."

Yet, Cooperative Extension is under heavy attack from many quarters today. This is partly the result of equating Extension with agricultural production and the rapid reduction of the number of people required to produce the nation's food. It is partly because the disadvantages formerly associated with rural life have largely disappeared with the development of superior communication and transportation facilities. The critical attitude, however, is largely a result of our failure to adequately interpret the total Extension program and its influence to key leaders at the county, State, and national level.

Everyone would agree, I believe, with the authors of the "Scope Report," that in the future Extension of necessity must work with a greatly broadened group of people. Our clientele will include any group or organization--whether they be on the farm or in the city--if they perform services or functions related to agriculture. Beyond this, population and mobility trends will continue to create demands for more services of a constantly broadening and diverse nature from Extension. This is evidence that this will be especially important in the so-called agri-business industries and in the broad field of consumer education. The benefits from such an integrated approach will accrue to all citizens.

How can we do this? How can we design programs which are flexible--flexible enough to meet the needs of highly specialized producers and groups, that will meet the needs of a widely divergent economic group, and of the many special interest groups which we must serve. How can we coordinate and bring to bear the rapidly increasing amount of proven research information in both the physical and social sciences on problems that are of interest and concern to the people and weld it into an educational program that contributes to progress--a program that has cohesiveness and recognizes the total inter-dependence of our present day economy. First, we shall need staff members who are increasingly better trained. In addition to technical training, all staff members must have or acquire through inservice training an understanding of the basic principles of the social sciences including sociology, psychology, and anthropology, so as to be able

to understand and work more effectively with people. We must develop criteria which will enable us to more expertly screen applicants for Extension positions. The trend will be toward higher minimum academic requirements, for only people of superior abilities will be able to deal effectively with the complex problems which are being generated by the rapidly and continuously changing conditions which characterize agriculture as well as the rest of our society and economy.

Extension specialists in home economics and in agriculture must be increasingly well trained and technically competent since they set the standard for the technical quality of our programs in the field. People are no longer satisfied with information given in generalities. They want to delve deeper--they are interested in specifics. If we are not able to provide this kind of information, they will by-pass us. Programs developed without specialists assistance are not likely to have sufficient depth to be challenging enough to the increasingly better educated people of today, and certainly such programs are not likely to reach the potentials that are possible in a specific subject matter area. One of our foremost problems which we must resolve is how to effectively involve Extension subject-matter specialists in program planning and program development at the county level. When specialists are involved at the county level, they can help establish more specific and realistic objectives and help insure that evaluative procedures are included as a basic part of an evolving program. It is well recognized that programs, to be effective, must be directed toward specific publics--whose characteristics are known and taken into consideration in program planning. Specialists can be especially helpful in planning such programs.

We need ever increasingly closer relationships between research and Extension in planning and in coordinating our efforts. We will need increasing numbers of area specialists who will represent an extension of the specialist program as developed by the central staff. Specialists to be effective must achieve stature among their contemporaries in research, resident teaching, and among the related commodity groups and organizations with whom they must interact. The orientation of programs will be based on the scientific problem-solving process, the development of decision making skills, and in the use and application of modern management concepts. Specialists will work together in teams representing several disciplines because problems cannot often be solved within specific subject-matter lines, but require the application--in concert--of many disciplines. Increasingly, specialists will do more of their teaching in workshops or short courses of two to several days duration, and which are designed for and directed toward special interest groups.

Extension specialists in my opinion must have technical competence first, but they should have more than technical competence if they are to make the greatest possible contribution. They should be aware of, in sympathy with, and feel responsibility for the ultimate objectives of the total educational program and be concerned with the development of methods and techniques which will help to achieve these objectives through the application of research information and technology to particular problems. Specialists should no longer be responsible just for training Extension agents, but

will be doing more and more of the direct teaching--but in no way can they replace the resident county Extension agents who live among and relate to the people they are trying to teach.

We shall need new kinds of specialists in both the physical and social sciences. Some of these will of necessity work directly with specific segments of industry without necessarily involving county Extension agents. In the tremendously important field of marketing and utilization we must have programs and marketing and utilization specialists who maintain liaison with marketing and utilization research comparable to the liaison which production specialists now maintain with production research.

Research charts the course which Extension must follow both in technology and in methods. Recent research has brought Extension workers new information on teaching methods and techniques--we shall need much more. These new methods and techniques must be adopted without lag--if we are to remain efficient. Television alone offers potential beyond present comprehension as we have already mentioned short courses and workshops for specific audiences have proven their value and need to be expanded. Movies (and movie shorts of one to three minutes for TV) offer far greater promise than is being realized at present.

To build programs that truly meet the needs of people requires the effective involvement of people themselves. We must not only involve a broadly representative group of local people in planning, but if we are to serve a larger clientele and meet the challenging responsibilities implied by the dynamic situation in which we live--we must train and use increasing numbers of leaders in implementing both our adult and youth programs. These leaders can serve as both organization and subject-matter leaders. We know from experience and from carefully conducted research studies that lay people can not only handle these responsibilities adequately but are proud of the opportunity to serve. This process of program development and implementation provides an opportunity for many people to satisfy a basic personal need to render service, to be a participating member of a group, to achieve status and gain recognition. We must realize that the way in which our Extension programs are planned and developed is in itself an educational process fully as important as the educational activities which result from it. This program planning with and not for people can result in subtle and indirect education that teaches leadership, citizenship skills and appreciation of the scientific problem-solving process and of democratic group action. Extension staff members must pre-train as well as train these leaders for their job so they are comfortable in their ability to assume them. They must be adequately informed as to their functions. Extension staff members must be the catalyst and provide direction. They must either provide or direct the collection of adequate background information and more importantly provide with appropriate specialist help the analysis, interpretation and projection of the information. This analysis, interpretation and projection is both a source of inspiration and the basis for intelligent planning and decision making in program development. Extension must find ways of recognizing the contribution being made by these lay leaders and make it possible for them to progress to more challenging jobs as they develop competence and leadership ability.

If we believe that people can improve themselves and their way of life through education, then we must believe in the basic good common sense of the people and in their capacity to make intelligent decisions about things that affect their welfare. If we don't then it would seem we are in the wrong business. The skills and leadership abilities learned in such a program building development process can be transferred to other citizenship responsibilities.

It is my conviction that without such broadly representative program building or program projection groups Cooperative Extension cannot successfully adjust to serve the broadening clientele or change the focus of its programs as necessary to meet the challenge of the dynamic situation in which we find ourselves. Neither can it retain the essential budgetary support without the legitimization which only such groups can provide. I know of no other way by which we involve the essential leadership deeply enough to insure their effective participation in implementing programs or their enthusiastic support of continuing and expanding resource needs.

Extension cannot be all things to all people and certainly it would be unwise to try. I do believe that Extension should be the cohesive element in a county that brings into focus all of the kinds of assistance that are available. These would include the full resources of the Land-Grant College or University, our parent institution, and the U. S. Department of Agriculture and other public and private agencies as well. Furthermore, Extension should only undertake to provide assistance in the areas of its competence. Beyond this, it should help people to contact other agencies, institutions or groups competent to provide information or assistance needed. These agencies or groups should work within the framework of their own particular philosophy and orientation in providing the needed assistance and receive full credit for their accomplishments or contributions.

Beyond our cooperative work with agencies--the opportunity to join with industry to develop mutually supporting educational programs offers a tremendous potential which is often largely untapped at the present time. Legitimate industry welcomes the opportunity of working with us and will make their most competent specialists available to us in helping to develop and carry out such programs. Recent experiences in our State in planning and conducting nutrition, home furnishings and equipment, clothing and other workshops have re-affirmed this.

Extension must develop more effective evaluative techniques for its programs and continuously evaluate, adjust, and discard obsolete programs and adopt new ones as the needs are identified with the help of properly oriented people. State Extension Services will need stronger training and studies divisions.

Continuing education should be accepted as a "must" by each Extension staff member, for in no other way can we maintain our competence.

Let me say in closing that I believe completely in the Cooperative Extension Service, the soundness of its basic philosophy, the effectiveness of its programs in enhancing the efficiency of our agricultural industry and the level of living of all our people, in its validity as a part of the university community and in the continued importance of and need for this unique concept of an out of school, informal educational program for youth and adults that is based on their interests, wants, and needs--which we call Cooperative Extension.

Former Assistant Secretary of Agriculture Ervin L. Peterson, has said that, "Extension is a part of the total force of education. It is an intimate part of entity--a force--much greater than itself." I believe the Cooperative Extension Service can continue to be a powerful force in helping people to improve the condition of their lives if we are willing to face up to these adjustments which seem to be so clearly implied. The challenge is a stern one. The alternative is to no longer play a significant contributive part in this crucially important task. I am convinced that we have the leadership, the ability, and the willingness to meet this challenge. I treasure the privilege of being part of this effort.

Thank you very much.





